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Airport and Maritime
Operations Manual

Airport Operations

Controlling Garbage

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Introduction

The *Controlling Garbage* section of Airport Operations provides methods and instructions for controlling and disposing of garbage. Garbage is restricted to prevent the entry and dissemination of plant pests and animal diseases. Garbage arriving from any place outside the United States, **except** Canada, is subject to requirements and safeguards for handling once in the United States. Controlling and disposing of garbage is an area of vital concern to PPQ since garbage may contain prohibited items.

PPQ's role of controlling garbage is one of supervision. PPQ authorizes firms to handle and dispose of garbage through the use of compliance agreements. The compliance agreement specifies the conditions which must be met for garbage to comply with the requirements of the garbage regulations (7CFR 330.400 and 9CFR 94.5).

Garbage is controlled by the following:

- ◆ Approving firms, through the use of compliance agreements, to handle and dispose of garbage
- ◆ Monitoring firms operating under compliance agreements to ensure that the firms abide by conditions stated in the compliance agreement
- ◆ Supervising directly the off loading for movement to an approved facility for sterilization or incineration

Instructions for approving firms to handle garbage is covered in **Completing a Compliance Agreement** on page 2-7-10.

Monitoring is the periodic supervision of garbage movement and disposal operation from decatering of the aircraft to the approved disposal of the garbage. Instructions on how to monitor garbage are covered in **Methods and Procedures**, below.

Materials Needed

To control garbage, you will need the following items:

- ◆ Camera that will produce instantaneous pictures
- ◆ PPQ Form 518, Report of Violation
- ◆ PPQ Form 519, Compliance Agreement
- ◆ Quarantine tags

Methods and Procedures

Step 1: Determining if Garbage Can Be Unloaded

Check the list of approved airports and military bases in on page M-1-1 and **USDA Approved Airports for Garbage and Galley Refuse Disposal** on page N-1-1 to determine if the airport or military base is approved for handling garbage. If the airport is approved, then the garbage may be unloaded. If the airport is **not** on the list, then the garbage must remain aboard the aircraft and proceed to a foreign destination or to a USDA approved airport within the United States.

Requests for Approval

Agents having jurisdiction over a catering or disposal facility may request approval of that facility by writing a letter to the local PPQ office. The process of completing a compliance agreement is covered in **Completing a Compliance Agreement** on page 2-7-10.

Step 2: Monitoring Caterers and Cleaners

Monitor caterers and cleaners to ensure that they are following the conditions listed in the compliance agreement. Minimally, spot check at least once per month to ensure that garbage removal and disposal are accomplished as specified, by the conditions listed in the compliance agreement. Monitor from the time the garbage is removed from the aircraft until the garbage is either sterilized or incinerated.

When you monitor, take along a copy of the signed compliance agreement and PPQ Form 252. Review the conditions specified in the compliance agreement, and monitor the performance of the firm under agreement for the conditions specified in the compliance agreement.

If you detect a violation of the compliance agreement, then see [Handling and Documenting Violations](#) on page 2-7-8.

Monitoring Sterilizer

If a sterilizer is used for garbage disposal, then do the following during your monitoring activities:

1. Review the time and temperature record for each batch of garbage to ensure that the minimum temperature (212° F) was reached and maintained for at least 30 minutes.



The State of California requires garbage to be sterilized for 2 hours at 212° F.

Also, confirm that the operator has initialed and dated each record, and that the supervisor of the operator of the sterilizer has signed each record.

2. Twice a year, monitor the recalibration of the temperature recording device (the chart outside a sterilizer which displays the temperature of its chamber), and monitor the adjustment of the sterilization cycle. These monitoring activities are done to ensure the garbage is heated to a minimum internal temperature of 212° F for 30 minutes. Along with the sterilizer's thermocouple probe (a), an additional thermocouple probe (b) will be needed, which is to be supplied by the caterer or cleaner.
 - A. Use the following as a guide when supervising the recalibrating of a temperature recording device:
 - i. Place thermocouple probes (a) and (b) in a container of boiling water to compare the actual temperatures recorded at the boiling point.

- ii. If there is a difference, have the temperature recording device adjusted to reflect the actual temperature.

NOTICE

Water at sea level boils at 212° F. The boiling point drops 1 degree for each increase of 550 feet elevation. (For example, water boils at 202° F to 203° F in Denver, Colorado.)

- B.** The steps to use as a guide when supervising the adjustment of the sterilization cycle are listed below. The sterilization cycle is the time it takes the sterilizer to heat the garbage to a minimum internal temperature of 212° F for 30 minutes. In addition to the thermocouple probes (a) and (b), you will need a watch. The steps are as follows:

- i. Place thermocouple probe (a) in its holder inside the chamber of the sterilizer. This probe records the air temperature of the chamber.
- ii. Fill the chamber with maximum load of garbage.
- iii. Place thermocouple probe (b) in a dense portion of the garbage—the lower portion of the front third of the load. This position normally represents the coolest section of the chamber.
- iv. Start the sterilizer; note the time on your watch
- v. Monitor the temperatures of thermocouple probes (a) and (b).

NOTICE

The air temperature of the chamber (identified by thermocouple probe (a) and on the recording device) reaches and exceeds 212° F before the internal temperature of the garbage (identified by thermocouple probe (b)) reaches 212° F.

- vi. When thermocouple probe (b) reaches 212° F, note the time on your watch. After 30 minutes has elapsed, turn off and discharge the sterilizer.
- vii. Add 30 minutes to the time between when the sterilizer was started (as noted in iv. above) and when the thermocouple probe (b) reached 212° F (as noted in vi. above). The total time represents the new sterilization cycle for the sterilizer.

NOTICE

NOTE: A sterilization cycle usually ranges from 90 to 120 minutes (1-1/2 to 2 hours).

- viii. Compare the new sterilization cycle to the one previously established for the sterilizer. Note the reason for any difference and maintain the information in the file.

Reference Section

Decatering of Aircraft

Decatering is the process of removing all garbage from the aircraft. Require that the garbage be removed by a firm under compliance agreement. The following conditions are to be met by the firm under compliance agreement:

1. Meet aircraft on arrival.
2. Remove garbage from aircraft in tight, nonleaking containers to an approved facility.
3. Ensure that meals and food items are **not** misappropriated.

Marking of Garbage

If the firm handles both regulated and domestic garbage and separates the domestic from the regulated garbage, then ensure that these steps are followed:

1. Apply placards that identify galley equipment as foreign origin when removed from the aircraft.
2. Take all regulated garbage directly to the catering establishment for disposal and note the following:
 - ❖ Segregate regulated from domestic equipment and material until sterilized or incinerated
 - ❖ Commingling of foreign and domestic material and equipment is allowed if all materials and equipment are treated as foreign origin
3. Identify containers used for regulated garbage and maintain separately from those containers used for domestic garbage using signs on containers. The signs shall be printed letters at least 4 inches high (**except** 2-inch letters may be used for in-house (inside) trash cans).
4. Post procedures for handling regulated garbage conspicuously in the work area.
5. Clean and disinfect all garbage containers and areas that are used for regulated garbage before using containers and areas for domestic garbage unless domestic garbage is handled like regulated garbage.


Handling Garbage Spills

When you detect garbage that has spilled, take the following steps:

1. Have the gross waste picked up and put into leakproof, covered containers.

- 2. Have the surfaces where the spillage occurred scrubbed with a good detergent solution, then flushed with clean water if appropriate.
- 3. Apply the appropriate disinfectant. Use [Table 2-7-1](#), below, to select the appropriate disinfectant.

TABLE 2-7-1 Select Disinfectant to Use for Garbage Spills

If the spill occurred:	Then:
Anywhere food is handled or prepared (catering kitchens, galley areas inside aircraft, or trucks used to transport food)	REQUIRE thorough cleaning and allow the use of any sanitizer ¹ normally used in areas where food is prepared or handled <div></div> <div>Never use sodium carbonate or Virkon® S. They are not approved for use around food by either the Food and Drug Administration or the Environmental Protection Agency.</div>
In a nonfood area outside loading docks, ramp areas, dumpsters, vehicles and equipment used for transporting garbage	USE sodium carbonate or Virkon® S (see Appendix Q for more detailed procedures on cleaning and disinfection)

1 For example, sanitizers containing chlorine, iodine, and quaternary ammonium compounds.

- 4. Using an approved method, dispose of any gross waste that was collected.

Disposing of Garbage By Approved Methods

The three approved disposal methods for garbage are:

- ◆ Incineration to ash
- ◆ Sterilization (cooking at 212° F for 30 minutes) and burial in a landfill
- ◆ Grinding and discharge into an approved sewage system

A brief description of conditions that caterers and other handlers of garbage must meet pertaining to equipment used for garbage disposal follows.

Sterilization

Caterers under compliance agreement and using a sterilizer must comply with the following conditions:

- ◆ Sterilizer must be capable of heating garbage to an internal temperature of 212° F and maintaining it at that temperature for a minimum of 30 minutes

- ◆ Sterilization cycle must be reevaluated and adjusted twice a year using a thermocouple to recalibrate the temperature recording device. Adjusting the sterilization cycle semiannually will assure that all garbage processed is heated to a minimum internal temperature of 212° F for at least 30 minutes, and that the temperature recording device accurately reflects the internal temperature of the sterilizer



Observe all re-evaluations and adjustments.

- ◆ Operator is to date and initial time/temperature records for each batch of garbage sterilized
- ◆ Supervisor is to review and sign each time/temperature record
- ◆ Facility must retain records for 6 months for review by PPQ
- ◆ Drain in the bottom of the sterilizer must be cleaned between each cycle to assure proper heat circulation

Incineration

Caterers under compliance agreement using an incinerator for garbage must comply with the following conditions:

- ◆ Incinerator must be capable of reducing garbage to ash
- ◆ Incinerator must be maintained adequately to assure continued operation

Grinding and Disposal

Grinding and discharging into an approved sewage system is allowed. An approved sewage system means a sewage system approved by the Administrator of APHIS upon his determination that the system is designed and operated in such a way as to preclude the discharge of sewage effluents onto land surfaces or into lagoons or other stationary waters, and otherwise is adequate to prevent the dissemination of plant pests and livestock or poultry disease, and that it is certified by an appropriate government official as currently complying with the applicable laws for environmental protection.

Providing Backup Disposal Facilities

It is essential that provisions exist for an alternative method of disposal in case the primary disposal facility fails. Sources to be considered when looking for alternative disposal facilities are hospitals, supermarkets, city-owned facilities, and any other locations or equipment that have the capability to sterilize or incinerate garbage. All backup facilities must be under a compliance agreement.

Unloading Garbage at Nonapproved Airport

If you discover that garbage is being unloaded from an aircraft at a nonapproved airport, then notify the appropriate airline official of the violation and request immediate corrective measures. If the airline

official refuses to stop off loading, then request assistance from Customs in preventing the removal of garbage. **Do not** physically attempt to prevent off loading of the garbage. Notify a PPQ, VRS (formerly VMO) in Riverdale immediately if corrective action is **not** taken by the airline so that a court order may be obtained through OGC. Document the violation on PPQ Form 518.

Handling and Documenting Violations

This section details what you are to do when you detect a violation of the garbage regulations or a compliance agreement.



The decision to revoke an establishment's compliance agreement is made at the Headquarters level.

When you detect a violation, take the following action:

1. Eliminate the pest risk immediately.
2. Issue a letter stating the alleged violation of the regulation and/or compliance agreement. Follow the sample letter in **Sample Letters to Notify Firms of Violations** on page D-1-1.
3. Report the violation to the Headquarters VMO through the Port Director within 1 work day of discovery.
4. Document violations by completing PPQ Form 518 and conduct an investigation of the incident. Make sure you include the Officer's Statement with **all** the facts of the violation. See **PPQ FORM 518, Report of Violation** on page A-1-68, and **Sample of PPQ Officer's Statement** on page E-1-2.

Assessing Civil Penalties (Spot Settlements) for Airport Garbage Violations

Using PPQ Form 592, you may assess a civil penalty (spot settlement) when you discover the following violations of 7CFR 330.400 and 9CFR 94.5 involving foreign, regulated garbage:

- ◆ Foreign, regulated garbage that is found in open, torn, spilled or leaking containers (any regulated garbage or meals that are exposed) and located at an approved facility in the following areas:
 - ❖ Outside, on dock areas where no loading or unloading activity is occurring
 - ❖ On or around a secure compactor or dumpster that is inside a perimeter fence or controlled by a guard on duty

- ◆ Foreign, regulated garbage that is found in open, torn, spilled or leaking containers (any regulated garbage or meals that are exposed) and located on open, unattended commissary trucks, cleaner trucks, loading bridges, service vehicles, portable stands or similar devices
- ◆ Foreign, regulated garbage that is neither sterilized nor incinerated and being hauled from a quarantine dumpster to a landfill



Use the stipulation (spot settlement) authority **only** for violations of the Plant Protection Act or the Animal Health Protection Act. **Never** use the spot settlement authority for violations of compliance agreements. When a violation of the Plant Protection Act or the Animal Health Protection Act occurs which is a provision of the compliance agreement, then assess a spot settlement for the violation of the Act and **not** the compliance agreement.

Collection of Evidence to Support a Spot Settlement

In addition to discovering the violation, you must have the following supporting evidence:

- ◆ Proof that the garbage came off a particular flight; you might have to go through the garbage to get this proof
 - ❖ Get this evidence from the smallest, contained unit that identifies where the garbage came from
 - ❖ If the evidence was a milk container in a plastic bag—the bag being in a garbage can—the evidence would have to be from the plastic bag and **not** the garbage that held the bag
 - ❖ As evidence, you need any document that identifies the airline and flight, like discarded boarding passes (a mere napkin will **not** do)
- ◆ If you cannot get the definitive proof required, then document the violation using PPQ Form 518, but **do not** assess a spot settlement
- ◆ Proof that the caterer, cleaner, or cartage firm was contracted by the carrier to handle regulated garbage; do **either** of the following:
 - ❖ Get evidence from the written contract that provides these services to the airline in question
 - ❖ Have management of the airline holding the contract either tell you or write out which approved caterer, cleaner, or cartage firm serviced the airline in question
 - Document the conversation if you are only verbally given the information
 - Make sure you write down the date, the name, and the title of the person giving you the statement

Completing a Compliance Agreement

Before you start to complete a compliance agreement, you must receive a letter requesting approval from any of the following: airline representative, base commander, or another agent having jurisdiction over a catering or disposal facility.

The Port Director or other responsible PPQ official will review the application and do the following:

- ◆ Visit the handling, processing, or disposal facilities
- ◆ Inform the applicant of all conditions to be specified in the compliance agreement
- ◆ Observe the operation of any equipment for adequacy in handling regulated garbage
- ◆ Inform the applicant of the consequences of failing to abide by the conditions of the compliance agreement
- ◆ Require that cleaning and disinfection equipment be carried on catering trucks only if the catering trucks will transport the garbage through rural areas
- ◆ Certify garbage cookers/sterilizers before signing and approving the compliance agreement
- ◆ Ensure that the agreement contains a statement that the facility meets the requirements of all applicable environmental authorities if the garbage is to be processed

See [page A-1-74](#) for instructions on completing PPQ Form 519, and [Completing Compliance Agreements](#) on [page B-1-1](#). Review the Compliance Agreement with the applicant to make sure the applicant understands the conditions for handling and disposing of garbage specified in the Compliance Agreement.

Handling and Documenting Violations of Compliance Agreements

Details of what you are to do when you detect a violation of the compliance agreement are listed below.



The decision to revoke an establishment's compliance agreement is made by a HQ, PPQ, VMO in PPQ, VRS.

Take the following action when you detect a violation:

1. Eliminate the pest risk immediately.
2. Issue a letter stating the alleged violation of the regulation and/or compliance agreement. Follow [Sample Letters to Notify Firms of Violations](#) on [page D-1-1](#) when preparing your letter.

3. Report the violation to PPQ, VRS through the Port Director within 1 work day of discovery.
4. Document all violations by completing PPQ Form 518 and conducting an investigation of the incident. Make sure you include the Officer's Statement with **all** the facts of the violation. See **PPQ FORM 518, Report of Violation** on page A-1-68 for instructions on how to complete the form, and **Sample of Witness Statement to Garbage Violation** on page E-1-1,

Conducting an Investigation and Assembling a Case File

The purpose of conducting an investigation is to substantiate that a violation took place. OGC will decide whether or **not** to prosecute a violation based upon the results of the investigation and how well you prepared the case file. Only a sound investigation and well prepared case file will result in a successful prosecution.

Conduct your investigation in a fair and impartial manner making every effort to obtain a complete, factual record. **Do not** prejudge a case or discuss any phase of the investigation with unauthorized persons (non-APHIS personnel).

If you need advice or assistance with a complex or difficult investigation, or have questions about violations, you may contact your Investigative and Enforcement Services (IES) investigator. IES investigators are available to investigate violations that require additional inquiry, documentation, and case preparation. For a list of IES contacts, see **Investigative and Enforcement Services** on page U-1-1.

Attempt to obtain written statements from any person who has knowledge of the violation. Statements may be handwritten or use the sample format in **Sample Statements** on page E-1-1. Ask witnesses to be specific in writing their statement, specifying all known facts, dates, names, titles, amounts, and descriptions. Ask the witness to sign and date the statement as soon as it is completed. If a witness refuses to sign the statement, submit the information over your (the investigator's) signature.

Collect evidence to corroborate the violation. If germane to your case, take photographs. Photographs make forceful evidence. If the incident represents a garbage violation, then if appropriate, collect samples from the garbage container, a General Declaration, compliance agreement, warning letters, or statements from employees at the catering firm. If the incident represents a cargo violation, then collect evidence that shows how the article(s) entered the United States and was held, where the article was grown or the animal slaughtered, the carrier who moved the cargo, the owner of the cargo and its quantity, and what the article's destination is. More specifically, collect copies of

air waybills, Customs entry papers, invoices, packing lists, and manifest entries. Also collect permits, phytosanitary certificates, photographs, and if appropriate, other physical evidence.

Give each piece of evidence an exhibit number. List the exhibits on a separate piece of paper with the heading "List of Exhibits."

EXAMPLE

List of Exhibits

Exhibit 1—Officer's Statement
Exhibit 2—Witness' Statement of Customs Inspector Carlos Colon
Exhibit 3—Copy of the General Declaration
Exhibit 4—Napkin with the foreign carrier's logo
Exhibit 5—Warning letter

Label and assemble your evidence in the following order:

1. Statement from the officer initiating the action and from any contributive officer, violator's statement, and witness' statement.
2. Other documentary evidence related to the **current** violation such as the compliance agreement, air waybill, General Declaration, PPQ Form 309, and dates and methods of notifying the violator of APHIS regulations.
3. Physical evidence such as a piece from an empty carton that is labeled, napkins with the airline logo, and photographs. When submitting photographs, write the date, description, and photographer's name on the back of the photograph or on a piece of paper onto which the photograph is mounted. If the physical evidence presents a risk, then submit it so as to prevent leakage or disease dissemination—put it in tightly closed plastic bags.
4. Documentary evidence of any **previous** violations such as warning letters.

Recycling Aluminum Cans

If aluminum cans have been stored and disposed of separately from food waste, those cans **do not** have to be incinerated or sterilized. If the aluminum cans are or have been commingled with food waste, then consider them as garbage and require sterilization or incineration.

Once the garbage has been properly sterilized or cooked, the cans may be separated or sorted for recycling.